DOCUMENT RESUME

JC 680 405

ED 023 400

Progress Report, October, 1967, through April, 1968 Educational Component of the Public Service Careers Program.

City Univ. of New York, N.Y. Office of Community College Affairs.

Pub Date 1 May 68

Note - 47p.

EDRS Price MF - $0.25 HC - $2.45

Descriptors - *Career Opportunities, Course Descriptions, English (Second Language), *Health Occupations Education, Human Relations, *Junior Colleges, Occupations, On The Job Training, *Remedial Programs, *Teacher Aides, Training, Vocational Education

Identifiers - *New York

Parallel with on-the-job training, this program provides remedial courses in High School Equivalency (HSE), Human Relations (HR), English as a Second Language (ESL) to help qualify candidates for public service careers in the Department of Hospitals and Department of Social Services, and Board of Education. HSE develops language, math, and reading to the high school level, evaluating achievement by pre-, interim, and post-tests. HR exposes the trainee to new personal experiences, introduces him to the social and behavioral sciences, and helps him adapt to his role as a worker. ESL enables the non-English-speaking trainee to take part in the job training programs and to take advantage of the HSE program. A college course is also being developed to accommodate those who complete the HSE program. It will grant advance credits in junior college and prepare the candidate for study toward an Associate Degree in Social Service, an Associate in Arts Degree for Associate Teachers, and for a special program in practical nursing. This report also notes problems of policy (inter-agency, screening, counseling) and of operation (staff morale, communications, on-site coordination, ESL screening). Recommendations are made for improving the screening process, the quality of counseling, orientation, staff training, and trainee replacement for the whole program and for improving the educational componenet's operation with more adequate classrooms, better separation of trainees by ability levels, and efficient assignment of teachers. (HH)

THE CITY UNIVERSITY OF NEW YORK

PROGRESS REPORT

EDUCATIONAL COMPONENT

PUBLIC SERVICE CAREERS PROGRAM

October 1967, Through April, 1968

ED023400

TC 680 405

Office of Community College Affairs

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

The City University of New York

PROGRESS REPORT

October, 1967, through April, 1968

EDUCATIONAL COMPONENT OF THE

PUBLIC SERVICE CAREERS PROGRAM

Office of Community College Affairs

May 1, 1968

UNIVERSITY OF CALIF.
LOS ANGELES

SEP 12 1968

CLEARINGHOUSE FOR
JUNIOR COLLEGE
INFORMATION

JC680405

City University of New York

Office of Community College Affairs

May 6, 1968

Mr. Robert Schrank, Assistant Commissioner
Division of Operations
Manpower and Career Development Agency
220 Church Street
New York, N. Y.

Dear Commissioner Schrank:

I am pleased to submit a seven month progress report on the City University educational component of the Public Service Careers Program. At the same time, I am sending you an indexed folder of curriculum materials developed by our Curriculum staff for use in the program.

As you know, the City University recognizes the importance of the Public Service Careers Program in the total manpower training picture in New York City. The lessons learned from our experience so far hopefully will influence similar programs in the future.

Please be assured of our continuing cooperation with you and your staff as the Public Service Careers Program matures.

Sincerely,

Martin G. Moed
Associate Dean for Occupational Programs

Report Prepared By

OFFICE OF CURRICULUM DEVELOPMENT

J. Kenneth Sieben, Curriculum Coordinator

Martin A. Hayott, Human Relations Coordinator

Herbert W. Seliger, English as a Second Language Coordinator

Marilyn Manley, Curriculum Specialist

COMMUNITY COLLEGE EDUCATIONAL COORDINATORS

Benedict Harris, New York City Community College

Seymour Reisin, Bronx Community College

James Skelton, Borough of Manhattan Community College

CONTENTS

I. Introduction.....p. 1

II. Organization.....p. 2

III. High School Equivalency Course.....p. 11

IV. Human Relations Course.....p. 19

V. English as a Second Language Course.....p. 24

VI. College Course Development.....p. 27

VII. Problems.....p. 29

VIII. Recommendations.....p. 38

I. INTRODUCTION

As part of its expanding commitment to the education of New York City residents of post-high school age, the City University is participating in the New York City Public Service Careers Program (PSCP). The University's role in the program is to plan and administer the educational component.

The purposes of the educational component are the following:

1. To prepare trainees for the high school equivalency examination.
2. To provide English language instruction for Spanish-speaking trainees.
3. To introduce the trainees to the subject of human relations in public service careers.

The general plan of CUNY is to compensate for the educational deficiencies of the trainee population by having small classes, individualized instruction, and a variety of instructional materials.

On the following pages is a report on the operation of this program from its inception in October, 1967, to the present.

II. ORGANIZATION

A. Structure

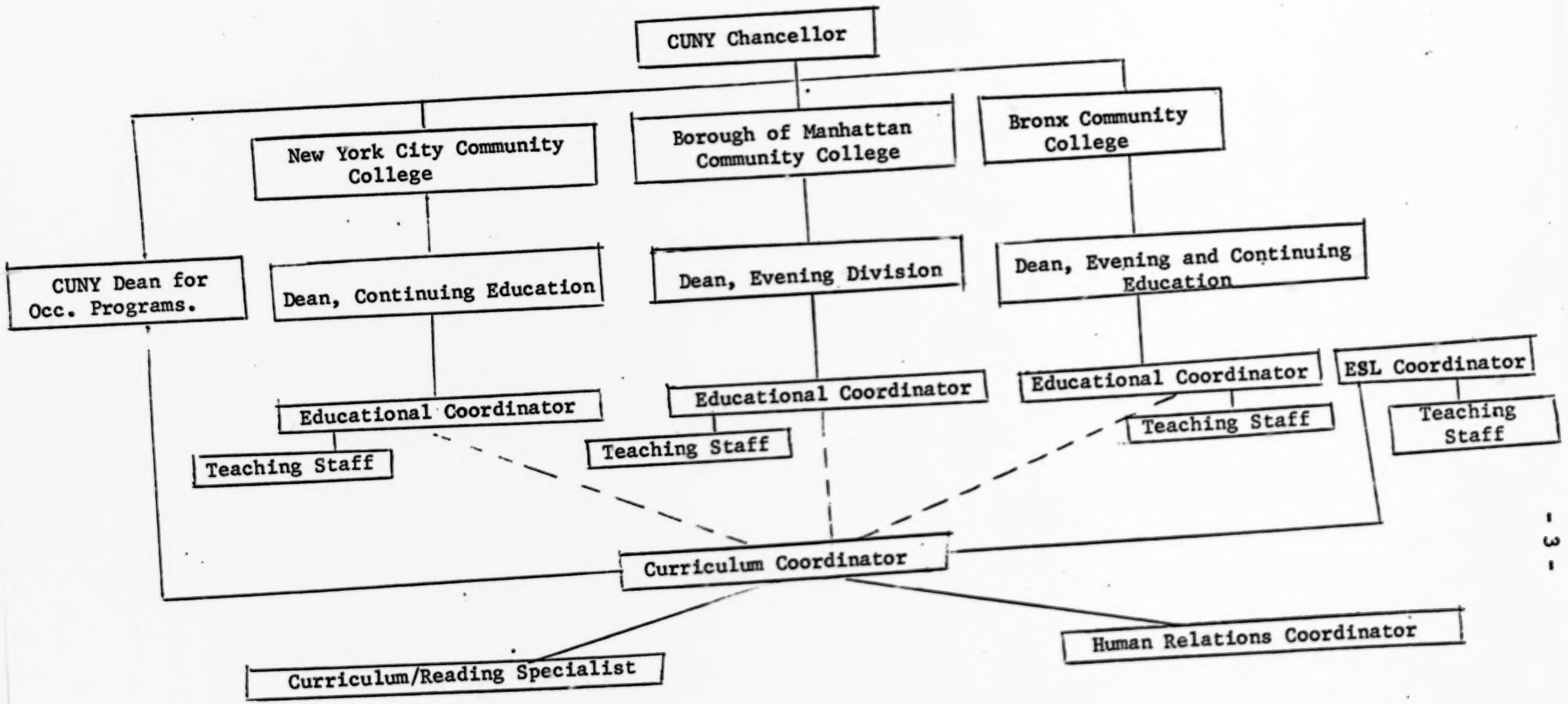
The educational component of the PSCP is administered by three community colleges: Borough of Manhattan Community College, New York City Community College, and Bronx Community College. The program is coordinated by the office of the Associate Dean for Occupational Programs of the City University of New York. (See chart on p. 3)

The president of each participating community college has assigned the operation of the program to either the Dean of Continuing Education or the Dean of Evening Education. Each dean, in turn, supervises the PSCP Educational Coordinator, who is responsible for day-to-day operation. The Curriculum Coordinator, who reports to the CUNY Associate Dean for Occupational Programs, coordinates the activities of the three community college Educational Coordinators.

The office of Curriculum Development, headed by the Curriculum Coordinator, is intended to provide necessary assistance to the community colleges. The Curriculum Coordinator channels information from the training agencies and the sponsor agency (MCDA) to the community colleges. He also assists in the selection of materials and the evaluation of classroom teachers. He is responsible for budget supervision and normal administrative duties including purchasing and payroll. Finally, he supervises the activities of the other central staff members--the Curriculum/

Chart I

TABLE OF ORGANIZATION FOR THE EDUCATIONAL COMPONENT
OF P.S.C.T.P.



Reading Specialist, the Human Relations Coordinator, and the English as a Second Language Coordinator.

The Curriculum/Reading Specialist prepares teaching guides and special instructional materials directed toward the improvement of skills necessary for success on the high school equivalency examination.

The Human Relations Coordinator plans the content of the Human Relations (HR) course and conducts regular meetings of the HR teachers from all the community colleges. He selects appropriate reading material for the trainees and, with the Curriculum/ Reading Specialist, develops related skill-building exercise material. He maintains liasion with the training agencies in order to introduce career-oriented topics and concepts into the HR course.

The English as a Second Language Coordinator (ESL) selects and supervises the ESL teaching staff throughout the city, plans the ESL program, selects and develops curriculum materials, and assists the sponsor agency in the screening of trainee candidates.

The university and college deans meet once each month to develop policy, review the operation of the program and consider the implications of the program in terms of the development of special college programs related to the career ladder. The program coordinators meet every two weeks to evaluate curriculum material, exchange methodological approaches, and discuss

operational problems. Every effort is made to assure that the program's content is uniform from college to college in terms of attainment of objectives.

B. Trainee Enrollment

In the CUNY proposal, the educational component was originally planned and budgeted for a total of 900 trainees--720 to enter at a reading level of 8.0 or higher and prepare for high school equivalency, and 180 Spanish-speaking, who would be taught English as a second language.

Because of problems in arranging occupational training in Spanish, the number of trainees was reduced to 90 in a full-time educational program, 30 in each borough. Current plans are to transfer the Spanish-speaking trainees to the regular program when they attain fluency in English. They will fill in slots vacated by dropouts. As these "promotions" take place, additional Spanish-speaking trainees will be recruited, in order to maintain the total number at 90 in the ESL phase.

The number of regular trainee slots was increased from 720 to 920: 240 in the Department of Hospitals, 440 in the Department of Social Services, and 240 in the Board of Education. Three factors made it possible to accomplish this increase without additional funding: (1) class size for the Board of Education trainee program was increased from 15 to 20; (2) the late starting of the Board of

Education program enabled the university to delay the hiring of several teachers, thus saving some monies in salary accruals; (3) trainee attrition enabled the university to consolidate several classes, thus decreasing the size of the teaching staff.

The total number of trainee slots is 1,010--920 in a half-day (3 hours) educational program, and 90 in a full-day (7 hours) English as a Second Language program. Table I indicates the number of trainees, initially and at present, by agency. Table II gives the figures for the ESL program.

TABLE I
Number of Trainees by Agency

Department	Planned	Started	Enrollment as of 4/22/68
Hospitals	240	225	133
Social Services	440	426	388
Board of Education	240	240	240
TOTAL	920	891	761

TABLE II
Number of ESL Trainees

Borough	Date Started	Planned	Started	Enrollment as of 4/22/68
Bronx	12/13	30	29	26
Manhattan	12/11	30	26	24
Brooklyn	4/22/68	30	14*	24*
TOTAL		90	69	64

*Screening in Brooklyn is still in progress. Class size should be 30 by 5/6/68.

The total number of trainees who have left the PSCP to date is 130*. The attrition rate for the regular program has thus far been 14%. The reasons vary from individual to individual. In most cases, university personnel have not been informed of reasons for dropouts or discharges. (See section VII for further discussion of communications problem.) One trainee who failed the Nurse's Aide training component has since been re-cycled into the Board of Education program.

In ESL classes, only four trainees have left the program to date, for an attrition rate of 6%. (One trainee who made rapid progress toward English fluency has moved into the Board of Education component and thus cannot be counted as a dropout from the program.) Of these four, one left because of serious illness, one returned to Puerto Rico, one left for personal reasons, and one was discharged for disciplinary reasons.

C. Staff

Teachers fall into four categories: Equivalency teachers, Assistant teachers (for Equivalency classes), Human Relations teachers, and teachers of English as a Second Language.

Selection of all teaching personnel is based on several criteria, primarily the ability to communicate with the trainee population. For Equivalency teachers and Assistants, candidates who possessed

*This number includes four who have been employed by the Department of Hospitals.

a familiarity with the diverse subject matter on the Equivalency examination--reading, mathematics, and English usage--were given preference over those with heavy specialization in a single field. Eighty per cent of the teachers employed had some prior teaching experience; 50% had prior experience in anti-poverty programs and/or adult education. ESL teachers were recruited on the basis of specialized training in language teaching methodology and experience in the audio-lingual method. All ESL teachers have had the required training and experience. In selecting HR teachers, the University sought candidates with academic training in the social and behavioral sciences and, in addition, broad professional and community experience.

Prior to employment, Assistant teacher candidates were required to demonstrate proficiency in academic skills, particularly in arithmetic, since much of their tutoring of trainees is done in this area. Preference was given to candidates who demonstrated a close identification with the trainee population coupled with a desire to continue in the teaching profession. To encourage Assistants to begin or continue their own higher education as non-matriculants, the university has permitted them to take college courses without payment of the usual non-matriculant tuition. Eighty per cent of the Assistants are currently enrolled in programs in the community or senior colleges within the university system.

In addition, the PSCP Coordinators have prepared an in-service training course for the Assistant teachers. (See materials package for tentative schedule.) This course is intended to

combine theoretical discussion of educational principles with practical suggestions concerning teaching techniques.

Each Equivalency teacher and his Assistant teach two sections of 15 trainees (20 trainees in the Board of Education component) 12 hours per week, for a total of 24 teaching hours. The remainder of their time is spent in joint preparation, correction of papers, and staff meetings. The Human Relations teachers are responsible for five sections of 15 (or 20) trainees each, for one 3-hour session per week, for a total of 15 teaching hours. The remainder of their time is devoted to preparation, research, weekly meetings with HR teachers from all the community colleges, and preparation of curriculum units. Equivalency teachers, Assistants, and HR teachers are all employed directly by the community colleges.

ESL teachers work in teams of two, each team being responsible for a section of 15 which meets 4½ days per week. (The remaining ½ day is devoted to Human Relations, which is taught in Spanish.) One ESL teacher concentrates on the development of audio-lingual skills; the other, on composition and reading skills. ESL teachers are employed directly by the university and assigned to the community colleges according to need.

D. Educational sites

The original proposal called for the location of classrooms at the training site. This was suggested in an attempt to relate the educational component to the OJT component. However, it has

not worked out in all cases. Several of the hospitals and social service centers had no space available and were apparently not aware of any obligation in this regard. Trainees in the Bureau of Special Services of the Department of Social Service were assigned to training sites individually or in small groups rather than in groups of 15. Thus it was necessary to locate several classes at places other than training sites. A total of 13 out of 57 groups (of 15 or 20) are located at local YMCA's. Two additional groups have their educational classes in college facilities. Manpower and Career Development Agency was unable to make provision for classrooms for the ESL program, since there was no accompanying OJT. The participating community colleges each made some space available for these classes on a temporary basis.

III. High School Equivalency Course (four 3-hour sessions per week.)

A. Objectives

1. To prepare trainees for the high school equivalency test.
2. To develop the trainees' linguistic, mathematics, and reading skills to the highest possible level.

B. The High School Equivalency Examination

The tests of General Educational Development (GED Test), high school level, prepared by the American Council on Education and administered by the Armed Forces and the Departments of Education in each state, are used as a measure of high school equivalency. The GED includes five subtests:

1. Correctness and Effectiveness of Expression

   Includes spelling, vocabulary, usage, and correction of errors in mechanics and syntax.

2. Interpretation of Reading Materials in the Social Studies

   Includes interpretation and comprehension questions based on selected passages in social studies reading material.

3. Interpretation of Reading Material in the Natural Sciences

   Includes interpretation and comprehension questions based on selected passages in scientific reading material.

4. Interpretation of Literary Materials

   Includes interpretation of fiction, drama, poetry, and the essay.

5. General Mathematical Ability

   Includes word problems requiring the application of arithmetic, algebraic and geometric concepts, as well as a knowledge of measurement.

C. Course Content

1. Correctness and effectiveness of expression--Includes instruction in usage, grammar, vocabulary development, and spelling. The complete syllabus, which includes an outline of required skills, examples of each, and a suggested methodology, is in the package of materials prepared by the Office of Curriculum Development which accompanies this report.

2. Reading Interpretations--Since 3 of the 5 GED tests are in reading, and reading skills are necessary to interpret the problems in the mathematics test, the emphasis in most classes is on developmental reading. Included in the accompanying materials package are the following items:

   a. An outline of skills necessary for the success in the GED reading tests.

   b. A teacher's guide to teaching reading skills in literature. (A similar guide has been prepared for the other two content areas--social studies and natural sciences.)

   c. A supplementary unit including skill-building exercises in reading, language, and mathematics, based on a high interest reading selection. (Four such units have been prepared to date.)

   d. An annotated list of instructional materials which are available from commercial publishers.

3. Mathematics--A syllabus of skills is included in the materials package. Because of the sequential nature of instruction in mathematics, heavy reliance is placed upon the commercial instructional materials described in the Annotated List.

D. Measurement of Progress

1. Entry Testing

As an objective measure of academic progress, all trainees in the PSCP took the California Achievement Test(CAT) upon their entry into the program and will take an alternate form of the CAT after a 4-month interval.

The CAT includes 3 separate achievement tests--Reading, Arithmetic, and Language--according to the following breakdown:

a. Reading

1) Vocabulary

a) Mathematics vocabulary
b) Science vocabulary
c) Social Science vocabulary
d) General vocabulary

2) Comprehension

a) Following directions
b) Reference skills
c) Interpretation of materials

b. Arithmetic

1) Arithmetic Reasoning

a) Meanings
b) Symbols, Rules, and Equations
c) Problems

2) Arithmetic Fundamentals

a) Addition
b) Subtraction
c) Multiplication
d) Division

c. Language

1) Mechanics of English

a) Capitalization
b) Punctuation
c) Usage

2) Spelling

The Gates Reading Survey was administered by the recruiting centers as a screening test. It was found, however, that the Gates scores averaged a full grade level above the CAT scores. (See sections VII and VIII for further discussions of screening.) Trainees who had scored 10.0 on the Gates were administered the Advanced Level of the CAT--Form W at entry and Form X after 4 months. Trainees who had scored below 10.0 on the Gates were administered the Junior High Level--Form W at entry and Form X after 4 months. The Standard Error of the CAT is plus or minus .6. That is, any individual score, if the test has been properly administered, is within 6 months (.6 of a grade level) of an individual's true score. The results of the entry testing for trainees are reported in the tables which follow.

TABLE III

TOTAL TRAINEE POPULATION ENTRY CAT SCORES (695 trainees)

		Reading	Arithmetic	Language
	Mean	8.0	7.2	7.7
Range	High	14.0+	13.6	13.0
	Low	3.0-	4.8	3.5

The mean entry scores, when considered by themselves, are deceiving. What is significant is the range of achievement level which exists. Reading level, for example, ranges from below third grade (functionally illiterate) to above fourteenth-grade (college level).

A breakdown of entry scores by training agency (Table IV) indicates a considerable difference in ability at the start of the program.

TABLE IV

MEAN ENTRY CAT SCORES BY DEPARTMENT

	Reading	Arithmetic	Language
Hospitals (185)	7.7	6.9	7.5
Social Services (378)	8.1	7.2	7.9
Education* (132)	8.7	7.4	8.1

*Does not include all results from Brooklyn.

The difference among the three training agencies is more than a full grade level (1.2 in reading, .9 in arithmetic, 1.0 in language). The Board of Education program, which has the longest planned OJT period, has the highest beginning level of trainees. The Department of Hospitals, with the shortest OJT period, has the lowest beginning level of trainees.

A further breakdown by colleges (Table V) also indicates considerable differences:

TABLE V

MEAN ENTRY CAT SCORES BY COLLEGE

	Reading	Arithmetic	Language
New York City C. C. (209)	7.6	7.5	7.8
Borough of Manhattan C. C. (264)	8.0	6.9	7.5
Bronx C. C. (222)	8.7	7.2	8.0

The range of differences in entry scores among trainees by the college to which they are assigned is 1.1 in reading, .6 in arithmetic, and .5 in language. However, the significant factor in regard to the selection of curriculum materials is that trainees at New York City Community College (Brooklyn and Queens trainees) have the lowest level in reading, but the highest level in arithmetic. In Manhattan, however, trainees began a full grade level higher in reading than in arithmetic.

All of these factors are important in planning and evaluating the educational program. Is is obvious, for example, that Hospital trainees will need more time to prepare for high school equivalency than will the others. It is apparent that trainees in Manhattan have much further to go in arithmetic than do the others. And Bronx trainees will spend relatively less time on developmental reading than will the others.

2. Progress Testing (after 4 months)

Anticipated gain in a regular school program would be .1 for each program month. Thus, trainees would be expected to advance

.4 in a 4-month period. The CUNY proposal called for a 9- to 12-month period to raise trainees from an entry level averaging 8.0 to the equivalency level.* This projection was based on the assumption that skill levels could be raised at the rate of 1½ to 2 months for each month in the program. At this projected rate, trainees entering at 8.0 could reach a 9.5 (equivalency level) within the 9- to 12-month program period. Table VI presents actual progress of the 221 trainees who have been re-tested to date.

TABLE VI

PROGRESS TESTING RESULTS (221 trainees)

	Reading	Arithmetic	Language
Entry Mean	7.8	7.2	7.6
4-month Mean	8.9	8.4	8.9
Mean gain	+1.1	+1.2	+1.3

Incoming results of the 4-month re-testing indicate an improvement pattern twice as great as that which had been projected. The trainees who have been re-tested average an increase in reading of 1.1 years. This represents a gain of 2.8 months for each month in the program. In arithmetic, the increase is 1.2 years, or 3 months for each program month. In language, the increase is 1.2 years, or 3.3 months for each program month.

*For planning purposes, "equivalency level" is designated at 9.5. A person with a true 9.5 reading level should be able to achieve a passing score (approximately 60% correct answers) on reading tests which include 10th- to 12th-grade level material.

E. GED Testing

To prepare for the GED tests, trainees are administered sample tests during the final phase of their instructional program. These practice testing sessions simulate the actual test conditions as far as possible.

Trainees are scheduled to take the GED examination as soon as they are ready. "Readiness" is determined by the classroom teacher and the Educational Coordinator who examine the trainee's progress (as measured by the CAT), his class work, his attitude, and other subjective factors. It is hoped that careful selection of trainees for GED testing will prevent the frustrating experience of failure. According to the Department of Education, University of the State of New York, only sixty per cent of those who take the GED test, actually pass. The forty per cent failure rate is attributed to inadequate preparation. It is the intention of the PSCP educational staff that trainees be adequately prepared for the equivalency examination.

Fifty-two trainees were selected to take the examination in April, Forty-seven of them actually took the exam. (See section VII and VIII for further discussion.) Since it takes 5 to 6 weeks for correction and processing by the State Education Department, results are not expected until mid-May. Another group of 79 trainees will take the exam in May.

IV. HUMAN RELATIONS COURSE (one 3-hour session per week.)

A. Objectives

1. To expose the trainee to experiences that will build upon his strengths, minimize his shortcomings, and enable him to be more effective in his new work situation.
2. To introduce the trainee to the study of the social and behavioral sciences.
3. To assist the trainee to understand his changing role from service-receiver to service-giver.

B. Course Development

In the university's proposal, the Human Relations course was expected to "introduce all trainees to the basic sociological and psychological concepts which will assist the trainees in their adjustment to the job situation." It was suggested that the course syllabus include such topics as individual behavior, personality, environment, family, community, authority structure, group behavior, and group norms. At the outset, the Human Relations course came under the direct supervision of the Educational Coordinators of each community college. Course content and direction became the responsibility of each Human Relations teacher. The Human Relations Coordinator was seen as a resource person to organize job-oriented study/discussion materials. The above approach however, revealed several weaknesses, primarily that the teachers began to rely too heavily on their own background and preparation, which ranged from economics and political science to sociology and psychology. As a result, the course did not have an organized, uniform structure. The coordinators then agreed on the desirability of regular meetings of all the HR teachers in order to coordinate the existing HR course and to develop a uniform syllabus. The HR teachers, under the direction of the HR Coordinator, have been attending weekly meetings at the Office of Curriculum Development. The results of these meetings are indicated in the course content.

C. Course Content

The Human Relations course has three basic components: the basic syllabus, the current events file, and special programs. The syllabus, which includes all major topics and resource units, is to be covered in the traditional classroom discussion and seminar method. The second component of the Human Relations course is the current events file, which is essentially a source of reference material for the teaching staff. Special programs and presentations complete the final phase of the course of study.

1. Syllabus (See unit samples in materials package)
   a. Introduction to PSCP (Philosophy of New Careers, Career-Ladder concept)
   b. The Family
   c. Personality Development
   d. Culture (Socio-anthropological foundations)
   e. Afro-American History and Culture
   f. Puerto Rican History and Culture
   g. Community Organization
   h. Government
   i. Employment and Careers
   j. Preparation for Oral Civil Service Examination
2. Current Events File (See sample in materials package)

   The current events file consists of an on-going up-to-date source of reference materials for all Human Relations staff members. Its contents include newspaper articles, Journal

and professional papers, essays, pamphlets, and periodicals related to a broad range of current issues (e.g., narcotics addiction) and consonant with the Human Relations course objectives. A copy of the provisional index of current events topics under study is included in the materials package. Human Relations teachers make use of the file in the following ways:

a. Reference on specific topics

b. Articles to be duplicated (Supplementary reading for trainees)

c. Unit, topic, and class motivation

d. Additional text references

3. Special Programs

The third component of the PSCP Human Relations course consists of periodic large group programs that include speakers, panels, films, debates, and tours. This component of the course provides the trainees with the actual experience of personal involvement, thus reinforcing through experience, knowledge and information obtained in classroom sessions. Special programs held thus far, and those anticipated, have a direct relationship to the over-all objectives of the Human Relations course. To the extent possible, the programs are scheduled to coincide with the unit under discussion in class. The presentations undertaken to date have met with overwhelmingly favorable reactions from the trainees. Reaction sheets and follow-up reports written by the trainees have been used as post-session evaluation techniques. The programs completed thus far include:

a. "Sketching the Frontiers of Humanity," Mr. Elton Fax, lecturer, painter, anthropologist. A "Chalk-Talk" presenting the concept of the commonality of basic human experience in all varieties of society.

b. "A New Look at Family Planning," Mr. Carlos Domminici, Coordinator Training, Albert Einstein College of Medicine. A film/lecture presentation covering the concept of family planning, arguments for and against it, and a detailed survey of the range of planning methods available.

c. "Nothing But a Man"
A feature film which graphically highlights the theme of the universality of human struggle, frustration, and anxiety.

d. The Shomburg Collection
Film and guided tour of the Shomburg Collection, a library and archive of materials devoted to Negro life and history. The library was begun as a private collection by Arthur A. Shomburg, a Puerto Rican of African descent.

Each of the above programs included a discussion-workshop session after the initial large group presentation. During the small group (class size) workshop sessions, the Human Relations teachers served as discussion leaders. The next regularly scheduled class was also used, in part, to discuss

and evaluate the large group program. Currently under consideration are the following programs:

a. Trips and Tours (Community Resources)

1) State Commission on Human Rights

2) New York State Narcotics Commission

3) Freedom National Bank

4) Carver Savings Bank

5) Legal Aid Society

6) Amsterdam News

b. Presentations

1) Afro-American History and Culture
Lecture/Discussion — John H. Clark
Director Heritage Program, H.Y.U.

2) Police Community Relations

3) Decentralization of Public Education

4) Education and Institutional Change
Edward F. Carpenter, Headmaster
Harlem Prep.
Dan Rubinstein, Vera Institute

5) Aspirations of the Poor

Society for the Advancement of Negroes in Engineering, Architecture and Science (SANPAS)
Aspira
Puerto Rican Community Development Project (PRCDP)

V. English as a Second Language Course

A. Objectives

1. To raise the English proficiency level of the non-English speaking trainee to the point where he can participate without undue disadvantage in the PSCP job-training programs.
2. To develop linguistic skills to the level at which a trainee can profit from high school equivalency preparation.

B. Course Content

The ESL program provides seven hours per day of instruction in functional English in the areas of speaking, reading and writing to those non-English speakers in the target population who, because of linguistic problems, would be otherwise excluded from PSCP.

ESL curriculum materials are developed within the framework of the ESL/PSCP syllabus. The syllabus is based on a contrastive analysis of English and Spanish with an eye toward those problem areas in phonology (the sounds of English speech) and syntax (the relationship of words in spoken and written English) which a Spanish-speaker learning how to speak English--not learning how to translate from Spanish into English--must face.

The ESL curriculum is divided into two main areas:

1. Audio-Lingual skills: Concerned with the development of correct patterns of speech and phonology. These skills are taught using a pattern-practice approach--as opposed to grammar-translation--within a contextual framework. Trainees are taught a basic sentence pattern from examples which they find in their reading and conversation. Then they discover changes which a native

speaker could make. For example, the basic pattern, "I have a book." could be changed to "He has a book," but not to "He have a book." Other kinds of replacements and transformations are made to the basic pattern in an attempt to illustrate the ways the elements of a language can be manipulated.

2. Composition-Reading Skills: Concerned with reinforcing the structure patterns taught in the audio-lingual segment through carefully controlled exercises in guided composition and graded reading materials. Here too materials are adult-oriented, topical, and, whenever possible, concerned with areas relevant to the trainee in the PSCP. (See accompanying materials package for complete syllabus and curriculum guide regarding intensive and extensive reading materials.)

C. Trainee Progress

All trainees coming into ESL program are given the English Structure Screening Test. This test diagnoses and measures trainee abilities in the usage of standard English. .It tests productive skills (the ability to speak and compose in English) rather than recognition skills. The written examination takes approximately forty-five minutes. It is followed by an individual oral interview which takes from five to ten minutes. The oral interview includes questions which test the trainee's control in both comprehension and production.

Trainee progress is measured at six week intervals by an evaluation test constructed by the ESL Coordinator. The six-week tests measure trainee progress on units covered in the syllabus. The evaluation test is given on a program-wide basis, and groups of the same entry level are compared as to relative progress. These periodic evaluation tests are also used by the teachers for diagnostic and feed-back purposes.

After four months in the ESL program, trainees were administered Form B of the English Structure Screening Test. *(Test reliability on the examination, using the Spearman-Brown Split-half Reliability Formula, was found to be above .9.) Mean gain of all ESL trainees was found to be 68%; lowest individual improvement was 7%.

Trainees are divided into intermediate and advanced levels. Because of the time pressure imposed on the instructional program by the length of the contract period, complete non-English speakers were not accepted. It is projected that advanced groups can be moved into the high school equivalency/OJT program after 4 to 6 months in ESL. Intermediate groups will take from 8-10 months

---

*Since this is a locally-prepared test, rather than one which has been nationally standardized, it was measured for reliability with the Spearman-Brown Split-Half Formula. Reliability was found to be .96. Thus it compares favorably with the standardized California Achievement Test, which has a sub-test reliability ranging from .83 to .98.

VI. College Course Development

The community colleges of the City University of New York are developing curricula to prepare trainees who have achieved high school equivalency for the next step on the career ladder. The following steps have been accomplished in this direction.

A. Advance Credit

Borough of Manhattan Community College will grant three advance college credits to trainees who successfully complete the Public Service Careers Program. Similar proposals are currently being reviewed by the faculty of the other two participating community colleges. Positive action is anticipated in the near future.

B. Social Service Curricula

Borough of Manhattan Community College had developed a new program of study leading toward an Associate degree in Social Service Technology. The college has agreed to waive normal matriculation requirements and tuition charges for 60 trainees for the first year. New York City Community College is developing a similar curriculum and another in Child Day Care.

C. Education Curricula

A University-College committee under the direction of the University Dean of Teacher Education is developing an Associate in Arts program to allow persons to meet the requirements established by the Board of Education for the position of Associate Teachers. Graduates of the PSCP Board of Education component will be eligible for admission.

D. Health Services Curricula

The New York City Community College, Urban Center, is developing a special program to train Practical Nurses. Discussions with local hospitals are now under way. It is hoped that PSCP trainees can be upgraded to Practical Nurses. Plans are underway to develop a new community college that will offer half-time programs at odd hours to accomodate people employed by the Department of Hospitals. Another program would upgrade Practical Nurses to Registered Nurses.

VII. Problems

A number of serious problems have arisen since the inception of the program. Many of them can be attributed to the hasty initial planning and negotiations between the sponsor agency, the training agencies, and the university. This inefficient coordination resulted from the fact that one group of people at MCDA planned parts of the program, and another group planned other parts. The present MCDA operational staff was, unfortunately, not fully involved in these initial planning sessions. It has been their task to try to tie together the many loose elements which have existed from the start.

A. Policy Problems

1. Inter-agency relationships: The sponsor agency planned a 6-month training program with the Department of Hospitals and the Department of Social Services. However, the university's contract calls for a 9- to 12-month educational program, dependent upon the needs of individual trainees. Since this time discrepancy was first discovered last October, the university has sought clarification of the basic problem: What provision would be made to continue the educational component of the program after trainees completed their OJT?

   a. Department of Hospitals: After much discussion, representatives of the three agencies finally agreed that the trainees could choose one of two options:

      (1) accept immediate employment and give up their opportunity for continuing education;

(2) continue in trainee status until completing the equivalency.

Of the 58 trainees who have so far completed OJT, only 6 choose immediate employment. Two of these took the GED test in April and are awaiting results: two have been scheduled to take the test in early May; the other two already had high school diplomas when they began the program, another indication of poor planning. Of the remaining 53 trainees who completed OJT, nine were not accepted for employment as nurse's aides. One of these has been re-cycled into the Board of Education program, and disposition of the other eight is not known. The remaining 44 are continuing as trainees until they complete the GED test. However, their status is subject to change if a released-time arrangement is established with the Department of Hospitals.

b. Department of Social Services: The information which has been received from the sponsor agency indicates that a released time arrangement following employment of trainee graduates will soon be reached. However, no such arrangement has yet been made, and the first group of social service trainees will graduate on May 1. Since the position of case aide requires civil service appointment, graduates of PSCP could be employed only on a provisional basis until they successfully completed the civil service examination. (Civil Service examinations are tentatively scheduled to begin in late May.) Thus, at this point, the university does not know

if trainees will be able to continue their education on the same schedule or on a different, released-time schedule, or, in fact, whether they can continue at all once they accept employment.

c. Board of Education: The length of the OJT component of the Board of Education program is not clear, although the figures 9 months and 10 months have both been discussed. At this point, the university has not been informed of this, nor has any arrangement been made to continue these trainees beyond the OJT component, if additional time is needed to complete the equivalency. Since high school equivalency is a requirement for the position of Education Assistant for the Board of Education, this problem should not be allowed to remain unsolved until the end of the OJT component, as in the case of the other two training agencies.

All of these inter-agency problems have resulted from a lack of coordination during the initial negotiations. On several occasions, conflicting policy statements have emanated from the sponsor agency and the training agency. Confusion and a morale problem have resulted. For example, two hospital trainees who had been scheduled to take the GED examination in April were among the nine who were not accepted for employment as Nurse's Aides. Having received this information from the hospital personnel, rather than from the MCDA counselor, one of these trainees apparently felt discouraged to the point

where he failed to appear for the GED examination. In the opinion of his teacher, he probably would have passed the test and achieved an equivalency diploma. (His California test scores show an improvement in reading of 1.2 years in a 4-month period.) Thus, he would have benefited in some way by the program. Since his application fee has already been paid, he has been re-scheduled for the GED exam in May. However, the sponsor agency will not allow him to continue as a trainee. The five-week period during which he will be out of class may lower his chances for success on the GED.

The above example is described at length in order to illustrate the importance of planning. If all components of the program had been scheduled uniformly, these kinds of problems would not have arisen.

2. Screening:

a. Equivalency Program--The university was informed verbally by the sponsor agency last September, that only those candidates who read at or above an 8th-grade level would be accepted into the program. The screening device used to determine achievement level was the Gates Reading Survey. Many trainees who entered the program with Gates scores of 8.0 and above were subsequently tested with the California by University staff and scored considerably lower. The average difference was a full grade level lower on the California than on the Gates. Coupled with this discrepancy was the fact that the screening centers

accepted candidates with a 6th-grade reading level. Because of these factors, actual entry reading scores, as measured by the California test, ranged as low as 3rd-grade, while almost one half of the Hospital and Social Service trainees scored below the 8th-grade level which had originally been planned for. The focus of the coursse, as well as the instructional materials used, had to be changed in many cases to accomodate the large number of lower-level trainees. However, the problem was further complicated by the acceptance of trainees with reading levels as high as 13th-grade level. In addition, a number of trainees with high school diplomas entered the program and participated in equivalency classes along with everyone else. The significant consideration here is that the concept of on-site classes, the purchasing of books, the development of special materials, and the selection of teachers were all based upon the original plan of an 8th-grade minimum entry level. The lower level trainees could certainly be accomodated, and it would be philosophically desirable to include in the program trainees with a greater need for instruction. However, this would require modifications in the design; for example, more teachers trained in remedial reading, larger classes to permit sub-grouping, and so forth. (See Section VIII for further discussion.)

b. ESL Program--In addition to the Gates Reading Survey, candidates for ESL trainee positions take the English Structure Screening Test. But even with this screening device, it is difficult to predict individual trainee success in the ESL program. Such factors as length of time in the United States, years of English study in Puerto Rico or here in evening classes, age, sex, or even results on I. Q. examinations have been found to be unreliable as predictors of success in an intensive, carefully structured and controlled ESL program. There is not yet any ESL aptitude test which can be used for this type of population.

3. Counseling: Several cases of conflict between individual counselors and teachers have arisen, chiefly because of interference during education time. For example, one of the counselor's tasks is to distribute paychecks to trainees. The counselor may arrive mid-way during a class period. He then distributes checks, often taking an hour or more to iron out difficulties which arise from incorrect amounts, misspelling of names, etc. Without attempting to evaluate the quality of of the counseling, it may be reported that a wide range of quality apparently exists. At some sites, the counselor assumes a coordinating function, bringing together the teachers and the OJT trainers to function as teams. However, such a desirable situation is not uniform. As the program matures, conditions of work should be clearly stated. Such matters as excused

absences and lateness policy should be applied uniformly.

4. Within the next several weeks, a group of about 25 ESL trainees will have reached the English fluency level at which they could enter the regular OJT/Equivalency program. These trainees are expecting to move into the regular program at this point, but no arrangements have yet been made for their placement in one of the training agencies.

B. Operational Problems

1. Staff Morale: An unfortunate feeling of insecurity is presently developing among the teaching staff because of the uncertainty about the continuation of PSCP beyond September 30, 1968. The period May through June is when most school and college teaching contracts are normally signed. The time has come for the University's PSCP teaching staff to begin seeking employment for the scholastic year 1968-69. Unless definite indications of program re-funding are made in the very near future, the majority of the teachers will probably sign contracts with other educational institutions and resign from PSCP prior to September 1. If this happens, classes for the final month of the program will not have teachers.

2. Communications: Most day-to-day business has been conducted on the telephone or by word of mouth. Unfortunately, this lack of formal communication has sometimes resulted in a lack of uniformity in the implementation of various policy

decisions. It is important that policies for the program as they affect all agency participants be clearly spelled out.

3. On-Site Coordinator: The role of the on-site coordinator is unclear. Since the assignment of the persons varies considerably (e.g., only 3 of the 5 training hospitals have an on-site coordinator), it seems illogical that their chief function is to coordinate all aspects of the training program. There seems to be some overlap of responsibility between the counselor and the on-site coordinator. The classroom teacher, in some cases, has found it difficult to relate to these persons, chiefly because of their loosely defined and overlapping roles.

4. Screening of ESL Candidates: In the selection of ESL trainees, university personnel agreed to do the screening with the English Structure Screening Test, a modified form of the Queens College English Language Institute Placement Test. The sponsor agency was to arrange with local Community Progress Centers (CPC's) to bring together a number of candidates on specified dates. A university ESL teacher was to go to the CPC's and administer the screening test. The ESL Coordinator was to select from the candidates tested those who would benefit most from the program. The sponsor agency would then screen these candidates according to their usual procedures, and make the final selection of trainees.

In each of the three ESL recruitment phases, the above procedure failed to work smoothly, especially in the most recent one in Brooklyn. Breakdown occurred between the sponsor agency and the local CPC's. University teachers went to the sites according to the established schedule. Unfortunately, not enough candidates were present at any of the appointed dates. An agreement had been made with the sponsor agency in February to begin a Brooklyn ESL class of 30 on April 1. A class of 14 finally began on April 22. Ten trainees were added on April 29. The remaining 6 vacancies will, hopefully, be filled in early May.

VIII. Recommendations

Recommendations fall into two categories: those pertaining to the program as a whole; and those pertaining to the educational component.

A. Program Recommendations

1. Screening: The ABLE (Adult Basic Learning Examination) should replace the Gates Reading Survey as the basic screening test for the following reasons:

   a. The ABLE is untimed, thus not penalizing the slow reader or the reader who feels threatened by the testing situation. The Gates, however, is intended as a timed test; to give it without limits would invalidate the results. The ABLE is thus much easier to administer.

   b. The ABLE was normed during 1965-66 on two types of samples: Job Corps members (16- to 21-year-old males and females) and adult school enrollees in the New Haven-Hartford area. The norming sample was about 75% Negro and Puerto Rican. The Gates, on the other hand, is strongly culturally biased. It is an excellent test for use in a suburban junior high school, but is not geared toward the PSCP target population.

   c. The ABLE has three levels (1--grades 1-4; 2-- grades 5-8; 3--grades 9-12), two forms of each. The Gates is supposed to measure 3.5 through 10 with a single level. That range is much too broad for accuracy on an indivisual basis. The difference between a 5.5 and a 6.0, for example, may be only one correct answer.

d. A study is presently in progress with the New Haven adult norming group which is intended to establish validity of the ABLE on Spanish-speaking people at an intermediate English level. The results of this study should prove beneficial to the PSCP English as a Second Language program.

e. Also in progress is a study which is intended to relate ABLE scores with California scores. Such information would prove valuable in the PSCP because the CAT is already in use as a diagnostic/progress test. Correlation study results should make it possible to predict success on the equivalency test at an earlier stage, prior to entry into the program. This kind of information is valuable for planning purposes.

A final consideration in regard to screening is that the university would be willing to accept responsibility for the administration and evaluation of screening tests. This is already done by university personnel for ESL trainee candidates. If it were also done for regular candidates, the number of very low-level and very high-level trainees would be reduced to a minimum.

2. Counseling: The type of counseling to be available--i.e., group, individual, vocational, educational, psychological, etc.--must be clearly defined, and it should be carefully distinguished from the administrative function, e.g., distribution of paychecks. The group counseling portion

could be tied in with the Human Relations course, since both are partially concerned with job-related problems.

3. Orientation: The orientation component should be lengthened from its present single week to a longer period. The additional time would provide for completion of all administrative matters, careful interests, aptitude, and academic testing, evaluation of testing results, vocational counseling, introduction to the world of work, and a fuller acquaintance with the duties and responsibilities of the various training opportunities. The end result would be a more soundly based selection of job-training and a provision for careful educational grouping, leading to a more effective and efficient educational program.

4. Training for All Program Staff: All people involved in the program--teachers, counselors, OJT trainers, screening personnel--should participate in the same pre-program and in-service training. This would lead to a more general agreement on program objectives, techniques, etc., a better understanding of the trainee population, and a unified focus on the part of everyone.

5. Replacement of Trainees on a Revolving Basis: As trainees leave the program or graduate, they should be replaced with new ones. The program would thus always be in full operation, resulting in the more efficient use of training manpower. The present arrangement, without a replacement provision, should be discarded. Class size will decrease as trainees graduate, but most classes cannot be consolidated because of the distance from one to another

B. Educational Recommendations

The University should organize classes on a broader basis; i.e., establish consolidated educational sites (one per borough) rather than the present arrangement of on-site classrooms. The concept of on-site classes is a good one, theoretically providing a framework for cooperation between teachers and OJT trainers. However, it has certain inherent disadvantages which, in the opinion of the educational coordinators, based on seven months of operation, offset the advantage.

1. Classrooms: In many cases, the classrooms provided by the agencies are inadequate for educational needs. Some are too small or improperly furnished. Others have been temporary or makeshift. Few have provision for storage of books or audio-visual equipment. Lighting is often poor. The general result is instability, a lowering of morale, and in a few cases, poor relationships between teacher and agency personnel.

2. Trainee Achievement Level: Since a wide range of skill levels exists in most groups, it is impossible to provide for all individual trainee needs. A group of fifteen, with levels ranging from functional illiteracy to college achievement level, simply cannot be taught adequately by the same teacher at the same time in the same place. This problem is partially alleviated by the presence of the Assistant Teacher (enabling each group to be divided into two sub-groups), but the situation is not entirely satisfactory.

3. Teacher Assignment: Preparation for the GED examination requires expertise in three areas--reading, mathematics, and language usage. Further, the reading portions of the test are in three distinct disciplines--science, social studies, and literature. There are not enough teachers available who are adequately prepared in all these areas. The university's PSCP teaching staff represents a variety of educational backgounds, but the present arrangement does not allow for the desirable utilization of these backgrounds. At one partially consolidated site (the Harlem YMCA with five classes) some experiments in team teaching are being tried. Teachers with different backgrounds are sharing responsibility for several groups. A scheduling problem exists, however, since one class meets from 8:30 to 11:30, another from 10:00 to 1:00, etc. But even with these limitations, there seems to be a more satisfactory educational program because of more efficient use of teachers.

It is felt that a higher quality of education would be made possible through the consolidation of classes into large groups. This arrangement would provide for the assignment of trainees by skill level (remedial, average, advanced) and the assignment of teachers by area of speciality. It would also permit the more frequent use of valuable audio-visual materials, a wider available selection of books, and greater sharing of ideas and methods by the teaching staff. The final result should be a more flexible educational program, more attentive and responsive to the needs of the trainees.